

County of Los Angeles CHIEF EXECUTIVE OFFICE

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June 29, 2010

To:

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Supervisor Zev Yaroslavsky

Supervisor Don Knabe

Supervisor Michael D. Antonovich

From:

William T Fujioka

sent for Chief Executive Officer

FAMILY AND CHILDREN'S INDEX - STRENGTHENING CHILD PROTECTIVE **INFORMATION SYSTEMS**

On April 27, 2010, your Board directed the Chief Executive Office, in consultation with the Chief Information Office, County Counsel, and other County departments currently exploring information sharing initiatives to: (a) examine other interagency information sharing systems nationwide, and determine what, if any, best practices could legally be integrated into the Family and Children's Index (FCI) system including cost, and report back in 60 days; and (b) track and report back preliminarily in six months with a final report in twelve months on the overall efficacy of FCI, including the following issues: (i) quality of information, including assessment of FCI import barriers; (ii) level of usage by County staff; and (iii) ability of the leadership in Los Angeles County departments which participate in FCI to ensure usage compliance, as well as timely response to inquiries initiated as a result of searches in FCI which revealed prior contact(s) by various County departments.

Examine other interagency information sharing systems nationwide, and determine what, if any, best practices could legally be integrated into the FCI system, including cost, and report back in 60 days.

On April 1, 2010, our Office submitted a report entitled "Summary of Information Sharing Models" (Attachment), which detailed our review of 11 information sharing systems from various jurisdictions around the country. The report describes each system, outlines its major technical functions, identifies funding sources of start-up and ongoing costs, and describes mechanisms for addressing concerns relative to confidentiality and the sharing of information. Each system and their technical functions were compared against the legal and functional requirements of California Welfare and Institutions Code (WIC) Section 18961.5, the statute which governs FCI, to determine if they can be used to replace the County's FCI. Based on our analysis, none of

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the systems' best practices or technical functions can be legally integrated into FCI or used as the basis for establishing a comprehensive information sharing platform pursuant to WIC Section 18961.5.

Track and report back preliminarily in six months with a final report in 12 months on the overall efficacy of FCI.

Our Office recently completed another FCI status report covering the period of January 2010 through May 2010 to be submitted by the end of June 2010. This report describes the accomplishments achieved by the County FCI Managers Team (Team) since the March 9, 2010 status report. The report also details the use of FCI by County staff, efficacy of FCI, and preliminary efforts and results by the Team to track and assess the exchange of information, such as: (1) when requests for information from agencies are initiated; (2) the timeliness by which agencies respond to these requests; and (3) to the extent possible, how subsequent information is shared by FCI agencies.

As noted in the March 9, 2010 status report, future reports will be submitted to your Board on a quarterly basis which will provide timely and consistent information relative to the implementation and enhancement of FCI.

If you have any questions about the report or the findings, please contact me or your staff may contact Kathy House, Acting Deputy Chief Executive Officer at (213) 974-4530, or via e-mail at khouse@ceo.lacounty.gov.

WTF:KH:LB CP:GS:hn

Attachment

c: Executive Office, Board of Supervisors
County Counsel
Sheriff
District Attorney
Children and Family Services
Mental Health
Probation
Public Health
Public Social Services

April 27, 2010 FCI Board Motion Response_Board Memo_June 2010

FAMILY AND CHILDREN'S INDEX OVERVIEW

The Family and Children's Index (FCI) is the name given to the Los Angeles County's customized database authorized by Welfare and Institutions Code (WIC) section 18961.5, which was enacted in 1992. The statue allows each county to create a database based on its own standards for defining "at risk". Only information about children or the families of children at risk for child abuse or neglect may be entered into such a system. Also, the statute allows children services, health services, law enforcement, mental health services, probation, schools, and social services agencies within counties to share specific information about families that have had relevant contacts with these agencies and who have been identified as being at risk for child abuse or neglect.

Los Angeles is the only county in California that has created its own database. The database contains approximately two million records collected over a 10-year period. The average yearly cost to maintain the database is \$326,300.

The FCI serves as a "pointer" system to direct the authorized users of a participating department to other county departments who have had contact with the family subject to the initial inquiry. Once users are pointed to the other departments, WIC 18961.5 requires that confidential, substantive information about a family must be shared through the formation of Multi-Disciplinary Teams (MDTs), unless some other legally permissible way to share that information already exists.

The following Los Angeles County departments currently participate in FCI:

- Children and Family Services
- District Attorney
- Mental Health
- Probation
- Public Health
- Public Social Services
- Sheriff

The following is the only information permitted by law to be stored in the database:

- 1. The name, address, telephone number, and date and place of birth of family members.
- 2. The number assigned to the case by each provider agency.
- 3. The name and telephone number of each employee assigned to the case from each provider agency.
- 4. The date or dates of contact between each provider agency and a family member or family members.

- Every county can have a computerized database pursuant to WIC 18961.5.
- FCI is not a predictive system. Information can only be obtained by authorized end-user querying the system.
- FCI is a pointer system that directs a user to an agency that has more specific information.
- There is no case specific information contained in the system.

Ultimately, FCI serves as a tool to assist in the investigation of suspected child abuse and neglect. It points staff to other County departments that have information about the children/families that they have come into contact with that have been identified as being at risk for child abuse/neglect. FCI provides staff with a fuller picture of the child's and/or family's situation so that they can make better informed decisions during the course of their investigations.

	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?	
1.	Allegheny County, Pittsburgh, Pennsylvania	A data warehouse created to provide services more effectively and more efficiently and integrate the functions of the previously discrete	Data is drawn from multiple agencies (public and private).	Yes		
	Department of Human Services Data Warehouse	Separate agreements/MOUs have been set up for other public/private agencies.	Note: Structure allows for the sharing of information because related departments have been placed under a single administrative	Shares client specific data (i.e., name, address, marital status, race, living arrangements, financial assistance information, etc.).	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
	Start-up Cost: \$2.8 million Source of Funding: Human Services Integration Fund (HSIF)		Features a client matching algorithm to determine if client exists in another database.	No	 Client matches can be conducted on information received from other departments that are contained in FCI. WIC 18961.5 only permits the exchange of additional information via MDTs. 	
	within the Pittsburgh foundation Yearly Cost: 1 million Source of Funding: This expense is distributed against the grants received in human services using our random moment time distribution system.		Provides centralized case management capabilities.	No	WIC 18961.5 does not authorize a centralized case management system; it merely authorizes a pointer system to direct users to other agencies with information about the client.	

	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?
2.	Enterprise Master Person Index (EMPI) (Under development)	EMPI is a database application that will contain a unique identifier for every client/patient within a shared master person index for health care organizations. EMPI will automate appropriate medical, case, and service information and	A unique identifier will be established for patients/clients receiving care or services in health care organizations.	Yes	··
	Start-up Cost: \$5.5 million has been committed for implementation	provides information across agencies in real- time. This product will be used to match and share information across multiple departments. The	Once the EMPI unique identifier is assigned, it will be cross referenced to any existing or new patient/client identifiers across the agencies.	Yes	
	Source of Funding: \$1.8 million from CEO \$1.8 million from CIO \$1.8 million from Quality & Productivity Commission Yearly Cost: Not known at this point	County has not yet selected or deployed an EMPI product. A selection committee has been tasked with finalizing a Request for Proposal (RFP) for a product selection.	EMPI will cross reference patient identifiers across multiple information systems to uniquely identify each patient, perform global patient searches and matching, consolidate duplicate patient records, create complete views of patient information and share data across multiple facilities and information systems in real-time.		 WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs. EMPI could serve as a tool for MDT participants to identify and exchange more information with one another.
	Source of Funding: Not known at this point		The role-based security features of the EMPI will allow the system administrator to effectively control access to Protected Health Information as defined by the Health Insurance Portability and Accountability Act (HIPAA) and other sensitive information so that only authorized users with a clear job-related need for the information will be able to see it.		 WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI. WIC 18961.5 requires that information may only be entered into the system by provider agency employees designated by the head of each participating provider agency who shall establish a system by which unauthorized personnel cannot access the data contained in the system.
			The system can create seamless integration with	No	Data is imported into FCI from existing provider

. 751.	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?
		<u> </u>	existing departmental systems and across agencies.		agency computer systems.
3.	Marion County, Indianapolis Dawn Project	TCM is a software product created and used by the Dawn Project that serves as both a clinical, medical, and fiscal data sharing/tracking system. The system is used within a specified	Stores basic client level demographic information.	Yes	
	The Clinical Manager Program (TCM) Start-up Cost: Price range \$66,000 - \$110,000 based on number of users Source of Funding: Jurisdiction's funding Yearly Cost: 16% of Total License Fee. \$1,360 per day + Travel/Expenses for	network of public and private entities and provides billing for health and mental health related activities, (i.e., Medicaid, private insurance). The TCM is available for purchase by other jurisdictions and can be adapted to another region's needs. Part of a three region initiative with: Mass Mental Health Services Program for Youth (MHSPY) New Jersey System of Care Initiative	Stores the following additional demographic information: Assessments Treatment Plans Child and Family Team meetings Clinical notes Court reports Utilization Education	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
	Source of Funding: Not known at this point	Dawn Project Confidentiality: Informed consent form is used for clients. Confidentiality agreements exist between agencies that are part of the network.	Stores billing information.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.

	Dāta System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?
4.	Long Beach Network for Health (LBNH) Initiate Software- MedPlus ¹	software system allowing medical organizations to share/exchange patient data with the LBNH. The MedPlus clinical portal and data exchange engine is a web-enabled application supported by a federated data architecture.	Organizations within the network share comprehensive HIPAA-compliant patient clinical information in real-time.	No	WIC 18961.5 does not authorize a health information exchange system. It merely authorizes a pointer system to direct users to other agencies with information about the client.
	Start-up Cost: Information was not provided by organization Source of Funding:		Health care interoperability software stores identifying information (marital status, driver's license, gender, SSN, race, etc.). Other identifying information regarding patient care and services is included.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
1	Information was not provided by organization	agencies.	Real-time access to patient medical records for all authorized users.	No	WIC 18961.5 only permits the exchange of additional information via MDTs.
	Yearly Cost: Information was not provided by organization Source of Funding:		Introduces electronic patient registration.	No	WIC 18961.5 only permits basic client demographic information to be stored within a database like FCI.
	Information was not provided by organization	Utilizes inpatient/outpatient medical remote coding.	No	WIC 18961.5 only permits basic client demographic information to be stored within a database like FCI.	

¹ LBNH was reluctant to provide budget information so as not to negatively impact their eligibility to bid for a County Health Information System RFP soon to be released. Page 5 of 12

	Dāta System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?
5.	Los Angeles County Sheriff Department (LASD)	Created to assist investigators in solving crimes by providing information on persons, objects, location of contacts, and their relationships. Confidentiality:	Uncovers hidden relationships and associations.	No	WIC 18961.5 does not authorize an investigative system. It merely authorizes a pointer system to direct users to other agencies with information about the client.
	CopLINK Start-up Cost: \$7 million	Memoranda of Understandings (MOUs) between agencies. Note: There are mechanisms in place to	Draws data from multiple police agencies.	Yes	
	Source of Funding: \$4.5 million - Urban Area Security Initiative (UASI) grants	synchronize the restrictions so that CopLINK is in compliance with the source systems.	Contains copies of criminal documents.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
	\$2.5 million - LASD provided matching funds Yearly Cost:		Provides monitoring attributes.	No	WIC 18961.5 does not authorize a proactive monitoring system. It merely authorizes a pointer system to direct users to other agencies with information about the client.
	\$420,000 Source of Funding: LASD provides ongoing		Provides notifications for new activity (new data imported).	No	Data is imported into FCI from existing provider agency computer systems.
	maintenance costs		Shares client specific data (i.e., name, address, arrest records, personal markings, photos, etc.).	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
			Customized reports (customized geographic reports, Hot spots, by region, activity, etc.).	Yes	

	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	lf no, why feature cannot be used within FCI?
6.	State of Nebraska, Health and Human Services	N-Focus integrates individually maintained Health and Human Services programs into one automated system.	Users can access information via authorized staff. Any shared data, such as address, is available across the system.	Yes	
	N-Focus <u>Start-up Cost</u> (1991 – 1998) \$14.7 million: State	N-Focus characteristics include: single access worker; interactive interview; expert system	Users can access information via a master case or a provider.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
	General Funds; \$27.2 million: Federal funds	seamless access to information; and client/server technology.	Nebraska uses Resource Access Control Facility (RACF) software to maintain security.	Yes	
	(1995-2003) \$4.75 million: State General Funds; \$11.85 million: Federal Funds; Total: \$58.5 million	Confidentiality: Nebraska's Health and Human Services departments are organized under one administrative structure. Contractors are	There are 42 different profiles that can be assigned to staff based on confidentiality regulations.		
	Source of Funding: Combination of Federal and State funds	authorized access based on job duties. Access can be at a local office site or via a secure web access using Citrix.	The integrated database allows for a household's data to be entered once, and data is available to multiple users.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
	Yearly Cost: \$13 – \$14 million	Nebraska uses Resource Access Control Facility (RACF) software to maintain security. There are 42 different profiles that can be assigned to staff based on confidentiality	N-Focus determines eligibility and issues benefits (direct payments and provider claims) for over 39 programs.	No	Feature would require all departments' systems to be integrated; would need to overcome confidentiality laws.
į	Source of Funding: Combination of Federal and State funds	regulations. Access is controlled by a defined network of staff and procedures. Users can access	Provides automated budgeting for programs.	No	WIC 18961.5 only permits basic client demographic information to be stored within a database like FCI.
	information via a specific person, a master case or a provider. Any shared data, such as address, is available across the system.	Provides adult and child abuse/neglect tracking, access can be at a local office site or via a secure web access using Citrix.	Yes		
			Access can be at a local office site or via a secure web access using Citrix.	Yes	

	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?
7.	State of New Jersey System of Care Initiative ² Absolute IS Start-up Cost: Not provided	Clinical information system to manage and store child and family records. One protected electronic record keeps all child and family information in one place with the capacity for 4,000 users statewide to access these electronic records as needed. Confidentiality: Confidentiality agreements with each	Shares client specific data to be used to coordinate services across multiple agencies (e.g., assessment type, family size, benefit eligibility, and case level information).	No	WIC 18961.5 only permits basic identifying client and case demographic information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
	Source of Funding: Not provided Yearly Cost: Not provided Source of Funding: Not provided	participating entity. Informed consent for clients.	Data mining capabilities.	No	WIC 18961.5 does not authorize a data mining system. It merely authorizes a pointer system to direct users to other agencies with information about the client.

² Numerous calls and emails were made to New Jersey and no response was received.

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8.	Pennsylvania County ³ Child and Adolescent Service Program Performance Outcome Management System (POMS)	ent HealthChoices managed care system and produces a series of performance measures/indicators for the Pennsylvania Behavioral Health Managed Care Organizations	 Basic client level demographic information. Registrations start and end dates; educational status and vocational status. Raw data elements on patient enrollees. 	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
	Start-up Cost: Not available Source of Funding:	POMS is a computerized registry of enrollees who have accessed behavioral health services. The registry is comprised of a minimum data set including clinical descriptions such as priority population and critical dates during the episode	Stores mental health and substance abuse case information.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
	State Office of Medicaid Yearly Cost: \$214,000 (2001) Source of Funding:	of care such as date of first service request, registration date and termination date. Data is submitted by the BHMCOs to the POMS central database.	Stores treatment plans and priority target populations; child and youth, adult MH clients.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
	State, and County as well as Medicaid	Confidentiality: Client enrollees consent forms. Contractual agreements between entities.	Stores child welfare status.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
:			Stores juvenile justice status.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
			Creates and tracks performance measures/indicators for the Pennsylvania BHMCOs.	No	WIC 18961.5 does not authorize a performance tracking system. It merely authorizes a pointer system to direct users to other agencies with information about the client.

³ Pennsylvania County Child and Adolescent Service Program has decided to restructure this system due to duplicative data and its inability to aggregate accurate data. Some functions of the system will be maintained such as the storing of treatment plans will continue to be used. Pennsylvania has run into issues with duplication of data and is revamping this system. However, some of the features here are worth noting.

	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?
9.	IBM InfoSphere ⁴ Software Entity Analytic Solutions (EAS) Funding	iBM InfoSphere Identity Insight Solutions formerly known as Entity Analytics Solutions. EAS detects and identifies a single person from multiple sources even if the data is insufficient, incorrect or fraudulent. EAS tracks their disclosed (and un-disclosed) relationships. The system is sequence neutral and self-correcting. EAS functions with streaming real-time analysis. The system has scalable entity resolution and analysis platform for fighting threat and fraud. It provides identity and relationship disambiguation technology combined with complex event processing. The system helps the public sector organizations and commercial enterprises recognize and mitigate the incidence of fraud and threat. Enables multiple organizations to selectively share data and leverage proprietary data to gain	 Basic client level demographic information. Registrations start and end dates; educational status; and vocational status. Raw data elements on enrollees. Global name classification, matching and searching. Multi-attribute identity resolution. Proactive intelligence during search. 	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
	Not applicable		 Anonymous data sharing. Full multi-attribute relationship linking across agencies. Proactive discovery intelligence during search. Tracks both disclosed (and un-disclosed) relationships and associations. 	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
			 Serves as an Early Warning System Proactive discovery. Proactive perpetual identity based and transactional intelligence <i>PUSHED</i> to the people who need to know. 	No	WIC 18961.5 does not authorize a proactive warning system. It merely authorizes a pointer system to direct users to other agencies with information about the client.
		insight in a matter that never exposes sensitive information.	Stores child welfare status.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
		Stores juvenile justice status.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.	
			 Utilizes analytical and predictive tools (Pattern Analysis and Modeling). Streams Real-Time Analysis / Alerts. Creates and tracks performance measures. 	No	WIC 18961.5 does not authorize an analytical or predictive or performance tracking system. It merely authorizes a pointer system to direct users to other agencies with information about the client.

The EAS application is an IBM system that is available for purchase and elements of the application have been implemented in Alameda County (Model 9a) and Carson County, Nevada (Model 9b).

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	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?			
9a.	Alameda County, California Social Services Agency	SSIRS utilizes elements of the IBM EAS system and creates a single view of the client and their relationships across several source systems for their data warehouse which is providing	Same as Model #9.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.			
	Social Services Integrated Reporting System (SSIRS) Entity Analytic Solutions (EAS)	centralized reporting to case workers through Cognos. The data warehouse also includes case and transactional data from several production systems including CalWin, Probation, and Child Welfare System/Case Management System. Over 200 tables all resolved to the EAS unique person IDs. Confidentiality: MOUs have been developed between the social services agencies to allow for the sharing of	Cognos. The data warehouse also includes case and transactional data from several production systems including CalWin, Probation, and Child Welfare System/Case	Cognos. The data warehouse also includes case and transactional data from several production systems including CalWin, Probation, and Child Welfare System/Case	Cognos. The data warehouse also includes case and transactional data from several production systems including CalWin, Probation, and Child Welfare System/Case	Same as Model #9, excluding Anonymous Data Sharing feature.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
	Start-up Cost Estimate \$1.8 million Source of Funding CalWORKs Budget		Same as Model #9.	No	WIC 18961.5 does not authorize a proactive warning system. It merely authorizes a pointer system to direct users to other agencies with information about the client.			
	Allocation, Casey Foundation, and training budget	client information.	Same as Model #9.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.			
	Yearly Cost Estimate \$563,000 Source of Funding CalWORKs Budget			Same as Model #9.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.		
	allocation, Casey Foundation, and State	Same as Model #9.	No	WIC 18961.5 does not authorize an analytical or predictive or performance tracking system. It merely authorizes a pointer system to direct users to other agencies with information about the client.				
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	Data System	Description	Technical Feature	Can feature be used within FCI? Yes/No/Limited	If no, why feature cannot be used within FCI?
9b.	State of Nevada, Carson County Division of Welfare and	The EAS repository stores demographic information only used to determine whether or not a person already exists in the system.	Same as Model #9.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
	Supportive Services IBM Relationship Resolution Software includes Entity Analytic	Nevada built a front end web application that uses EAS to present back a list of possible matches that workers can use to make the determination to either add the person as new or match the person to someone who already exists. A better person resolution process reduced duplicate entries in the Nevada Operations Multi-Automated Data Systems (NOMADS). The web application allows the worker, if they have the authority to do so, to drill down further	Same as Model #9.	No	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI and only permits the exchange of additional information via MDTs.
	Solutions (EAS) Start Up Costs FY 2006, \$343,734 purchase of system		Same as Model #9, excluding Anonymous Data Sharing feature.	No	WIC 18961.5 does not authorize a proactive warning system. It merely authorizes a pointer system to direct users to other agencies with information about the client.
	Source of Funding Federal Funds		Same as Model #9.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
	Yearly Costs FY 2007-\$83,077 FY 2008-\$126,140 FY 2009-\$141,136	Confidentiality Case management evistom for easiel workers	Same as Model #9.	Limited	WIC 18961.5 only permits basic identifying client and case information to be stored within a database like FCI.
į	Source of Funding Federal and State Fund Case management system for social workers within the Division of Welfare and Supportive Services and information is not shared outside of the Division. Self contained case management system.	Same as Model #9.	No	WIC 18961.5 does not authorize an analytical or predictive or performance tracking system. It merely authorizes a pointer system to direct users to other agencies with information about the client.	